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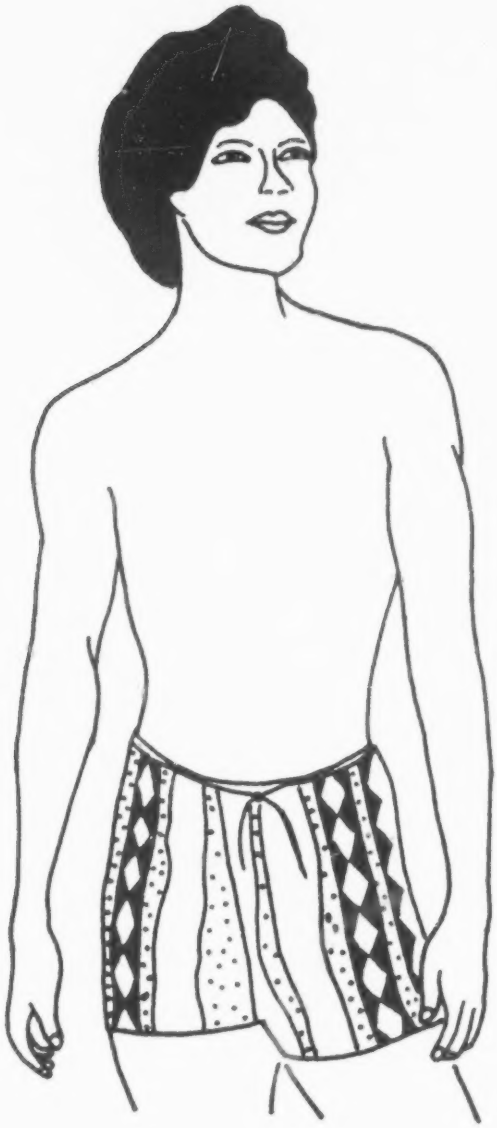
YOUTHS



IN HAWAII'S WORK FORCE

State of Hawaii
Department of Labor and Industrial Relations

PREFACE

Youths in Hawaii's Work Force focuses on the various aspects and problems of youths in the State's labor market. These individuals possess few marketable skills and face severe difficulties in securing meaningful employment, as evidenced by their high unemployment rates and their concentration in low-paying jobs. As the economic activity started to decelerate nationally and in Hawaii, this group encountered even more obstacles. Employers became more selective in their hirings, there was greater competition for jobs, and the number of youths remaining unemployed intensified.

This report explores various explanations for the high youth unemployment including population growth, labor force participation increases, and barriers that youths face, ranging from job inexperience to roadblocks such as state and federal regulations. It also summarizes the various programs available to these young people to alleviate their employment difficulties.

A major source of this report was the 1976 Survey of Income and Education (SIE), a jointly sponsored project by the Departments of Commerce and Health, Education, and Welfare. The youngest age group surveyed in this project, those 16 to 24 years old, provided the age definition of youths for this report. However, some programs defined youths differently and information was not always available for this particular age group.

It is hoped that the information will aid planners, legislators, and administrators in making decisions affecting these individuals. More importantly, it is hoped that the information will contribute to the improvement of employment possibilities of youths in Hawaii.

Comments and suggestions regarding the format or content of this report are welcome. Inquiries should be directed to:

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Photographs on pages 4, 8, and 9 are courtesy of the State Department of Personnel Services.

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HIGHLIGHTS

Youths have had persistently high rates of unemployment nationwide and in Hawaii. Major facts illustrating the severity of the situation statewide as well as other pertinent youth data since 1970 follows.

★ By 1976, the 16-24 year old **population** had grown to 163,800, representing 19.4 percent of the total population of 843,000.

★ The number of young people in the civilian **labor force** almost doubled in six years, reflecting a count of 102,800 in 1976. This figure amounted to one-fourth of the total work force.

★ Since the expansion of the youth civilian labor force exceeded the growth rate of the youth population, a higher youth **labor force participation** rate of 62.8 percent resulted in 1976.

★ In 1976, approximately 19,000 or 18.5 percent of all 16-24 year old civilian labor force participants were **unemployed,** accounting for nearly one-half of the 40,500 jobless.

★ The proportion of **employed** youths rose from 19.0 to 23.9 percent between 1970 and 1976.

★ The average hourly **wage** rate of youths under 20 years old was $3.02, just $.12 above the $2.90 minimum wage rate in 1979; wage rates for the older youths were higher.

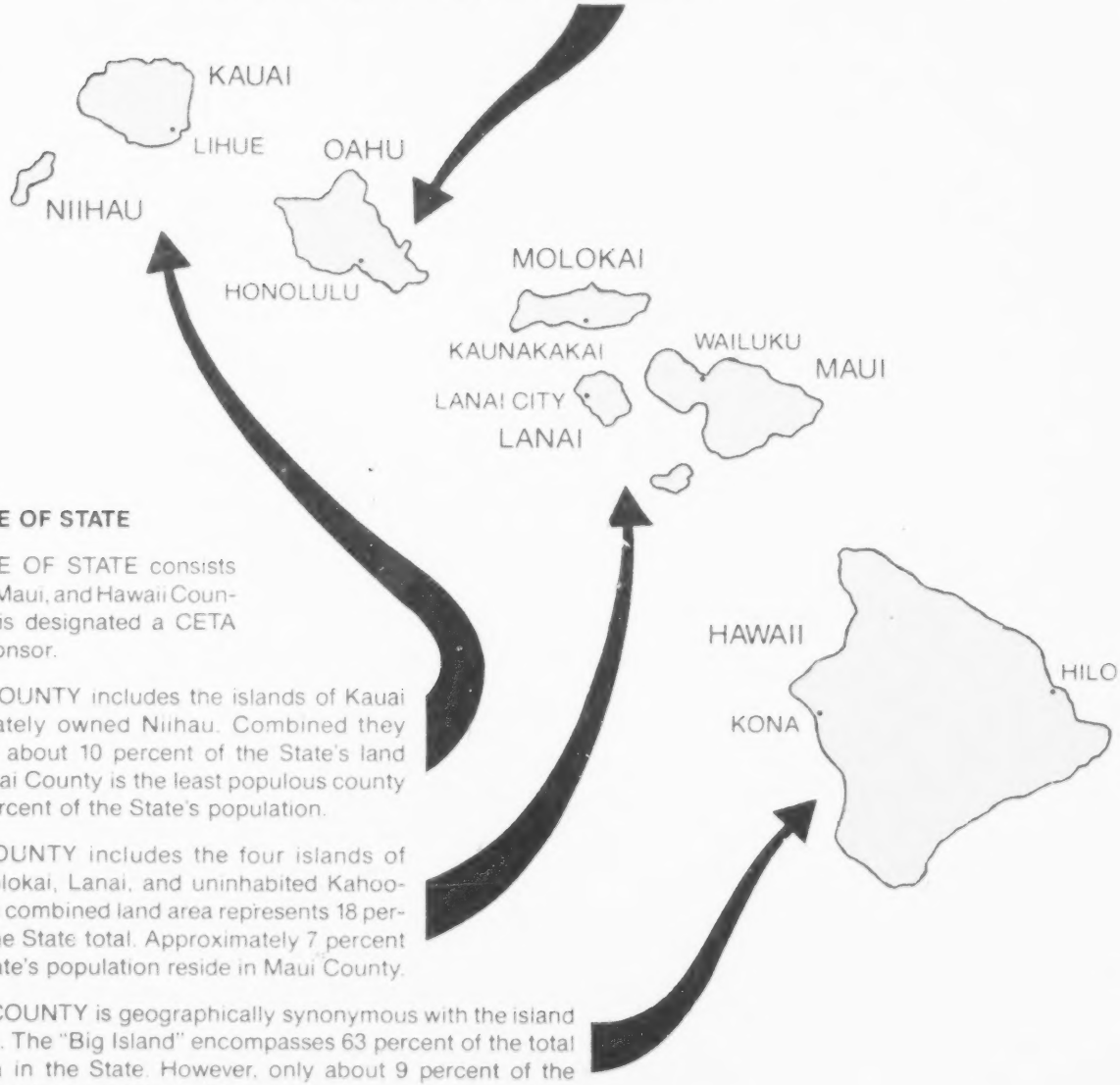
★ The **outlook** for young people presently in or entering into the labor force remains bleak. Youth employment will expand, but their unemployment rate will continue to parallel or magnify the rate of the overall working population.

DESCRIPTION OF THE STATE

The State of Hawaii has a land area of 6,425 square miles and ranks 47th in the nation in size. The State consists of seven major inhabited islands: Hawaii, Maui, Oahu, Kauai, Molokai, Lanai, and Niihau. It is organized administratively into four counties: Honolulu, Hawaii, Maui, and Kauai.

CITY AND COUNTY OF HONOLULU

CITY AND COUNTY OF HONOLULU encompasses the entire island of Oahu and is also designated as a Standard Metropolitan Statistical Area (SMSA). Although the smallest county in size (9 percent of the State's land area), approximately 81 percent of the population reside on Oahu. It is classified as one of two Comprehensive Employment and Training Act (CETA) prime sponsors in the State.



BALANCE OF STATE

BALANCE OF STATE consists of Kauai, Maui, and Hawaii Counties and is designated a CETA prime sponsor.

KAUAI COUNTY includes the islands of Kauai and privately owned Niihau. Combined they make up about 10 percent of the State's land area. Kauai County is the least populous county with 4 percent of the State's population.

MAUI COUNTY includes the four islands of Maui, Molokai, Lanai, and uninhabited Kahoolawe. The combined land area represents 18 percent of the State total. Approximately 7 percent of the State's population reside in Maui County.

HAWAII COUNTY is geographically synonymous with the island of Hawaii. The "Big Island" encompasses 63 percent of the total land area in the State. However, only about 9 percent of the State's population reside in this county.

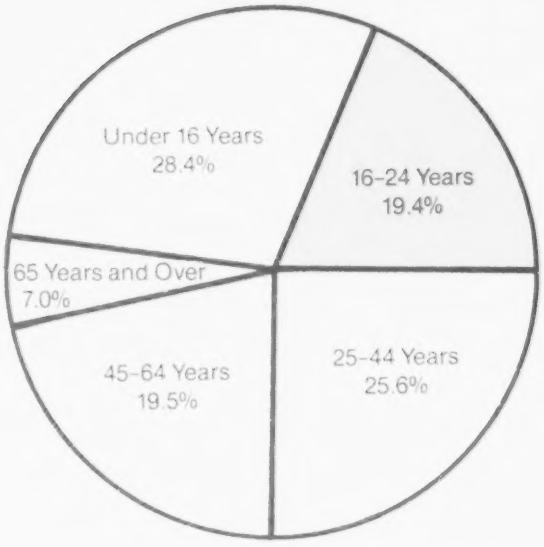
POPULATION

Hawaii's youth population has been increasing over the years. According to estimates derived from the 1976 Survey of Income and Education, in 1976 the State's youth population numbered 163,800 or 19.4 percent of the total population of 843,000. This reflected an increase of 19.4 percent over the 137,175 youths in 1970. In addition, Hawaii's proportion of youths in 1976 was 2.6 percentage points larger than the nation's 16.8 percent proportion of youths.

Male youths were slightly in the majority with 50.4 percent of the youth population, a reversal of the national scene where female youths prevailed.

Hawaii's youths reflected the ethnic structure of the general populace. Over two-thirds of the youth population was nonwhite. Blacks comprised only 1.4 percent of the nonwhite population. The ethnic composition of the State's youths contrasted with that of the nation, where whites were in the majority and nonwhites consisted, primarily, of blacks.

AGE DISTRIBUTION OF HAWAII'S POPULATION
1976



Source: 1976 Survey of Income and Education.

YOUTH POPULATION BY SEX AND ETHNICITY HAWAII AND THE UNITED STATES 1976

	Total Population			Youths, 16–24 years			
	Number	Percent		Number	Percent		Youths, 16–24 years, as a percent of total
		White	Nonwhite		White	Nonwhite	
Hawaii							
Total	843,000	30.2	69.8	163,800	30.7	69.2	19.4
Males	427,300	31.0	69.0	82,500	29.6	70.3	19.3
Females	415,700	29.4	70.6	81,300	31.9	68.1	19.6
U.S.							
Total	211,517,400	86.8	13.2	35,439,900	85.6	14.4	16.8
Males	102,614,700	87.2	12.8	17,514,700	86.2	13.8	17.1
Females	108,902,700	86.5	13.5	17,925,200	85.0	15.0	16.5

Note: Percent totals may not add due to rounding.
Source: 1976 Survey of Income and Education.

LABOR FORCE PARTICIPATION

While the youth population in Hawaii expanded during the 1970's, the number of youths entering the State's job market in search of employment grew at the same time. Between 1970 and 1976, the number of 16-24 year olds in the civilian labor force, which included those working and those looking for work, climbed from 58,468 to 102,800, an increase of 44,332 young adults or 75.8 percent and nearly four times their population increase. Not only did their numbers balloon, but their proportion of the total civilian work force increased as well, rising from 19.9 percent in 1970 to 26.2 percent in 1976. At 26.2 percent, Hawaii's youth proportion of the labor force was slightly larger than the national youth share of 24.8 percent.

DISTRIBUTION OF YOUTHS IN THE LABOR FORCE HAWAII AND U.S. 1970 and 1976

	HAWAII		U.S.
	1970	1976	1976
Civilian Labor Force			
Total, 16 Years and Over	294,484	391,800	96,946,300
16-24 Years	58,468	102,800	24,032,900
Percent of Total	19.9	26.2	24.8

Source: 1970 Census and 1976 Survey of Income and Education.

In 1976, 3 out of every 5 youths participated in the labor force; in 1970, only 2 in 5 did. With the increased rate of youth participation, the gap between the youth and total labor force participation rates narrowed. At 62.8 percent, the youth rate trailed the overall rate of 65.0 percent by only 2.2 percentage points in 1976, a small spread compared to the 13.8 percentage gap in 1970.

The increase in labor force participation rates in Hawaii was shared by female and male youths. How-

CIVILIAN LABOR FORCE STATUS OF YOUTHS HAWAII 1970 and 1976

		16-24 Year Olds			
	Total	Males	Females	Whites	Nonwhites
1970					
Total Population	137,175	75,571	61,604	65,585	71,590
Civilian Labor Force	58,468	29,444	29,024	21,917	36,551
Participation Rate	42.6	39.0	47.1	33.4	51.1
Not in Labor Force	52,311	20,192	32,119	20,365	31,946
1976					
Total Population	163,800	82,500	81,300	50,300	113,400
Civilian Labor Force	102,800	52,700	50,100	26,700	76,100
Participation Rate	62.8	63.9	61.6	53.1	67.1
Not in Labor Force	50,800	19,600	31,200	15,200	35,600

Note: Totals for 1976 may not add due to rounding.
Source: 1970 Census and 1976 Survey of Income and Education.

ever, there were proportionally more male than female youths participating in the labor force in 1976.

Nonwhite youths continued to have a higher rate of labor force participation than white youths. In 1976, 67.1 percent of all nonwhite young adults were labor force participants as compared with 53.1 percent of all white young adults.

The rise in youth labor force participation in the past several years can be partially attributed to an increasing interest by youths to seek work while enrolled in school. In 1976, nearly 6 out of every 10 students in the State were in the labor force, up from approximately 4 out of 10 in 1970. The rise in the cost of living due to the rapid rate of inflation most probably prompted youths to search for jobs.

Of the 51,100 students in the labor force in 1976, 77.5 percent were fortunate to have jobs. These youths engaged in part-time employment while school was in session and/or full-time employment during breaks in the academic year. As a result, many youths made frequent entries to and exits from the work force. Partly because of this movement, the 16-24 year old group's work experience differed from that of the overall working age population. Over 40 percent of the 16-24 year olds worked from 1 to 26 weeks in 1975, whereas only about 20 percent of the 16 years and older group worked the same length of time. By contrast, 65 percent of the working age population had work experience of at least 50-52 weeks duration, while the percentage for youths was about 40 percent.

Of the young people not in the labor force in 1976, the bulk or 46.6 percent of them attributed school enrollment or training as the reason for not seeking employment. Other reasons given by youths were: home responsibilities, 16.8 percent; think they cannot get a job, 11.0 percent; ill health or disability, 5.2 percent; and a catch-all category which included don't know, 20.4 percent.

LABOR FORCE PARTICIPATION OF YOUTHS ENROLLED IN SCHOOL 1970 and 1976

	16-24 Year Olds					
	Total		Males		Females	
	1976	1970	1976	1970	1976	1970
Enrolled in school	86,200	54,007	45,400	27,794	40,800	26,213
Civilian Labor Force	51,100	19,238	28,100	10,433	23,000	8,805
Participation Rate	59.3	35.6	61.9	37.5	56.4	33.6
Employed	39,600	18,014	21,800	9,765	17,800	8,249
Unemployed	11,500	1,224	6,300	668	5,200	556
Not in Labor Force	35,100	34,769	17,300	17,361	17,800	17,408

Note: Totals for 1976 may not add due to rounding.
Source: 1970 Census and 1976 Survey of Income Education.

REASONS FOR YOUTH NONPARTICIPATION IN THE LABOR FORCE HAWAII 1976

	16-24 Year Olds		
Reasons	Total	Males	Females
Total	19,000	7,000	12,100
Percent distribution	100.0	100.0	100.0
In school or training	46.6	65.7	35.5
Ill health/disability	5.2	4.3	5.8
Home responsibility[1]	16.8	0	26.4
Think cannot get job[2]	11.0	8.6	12.4
Other[3]	20.4	21.4	19.8

Note: Totals may not add due to rounding.
[1]Family responsibility, cannot arrange childcare.
[2]Lacks necessary schooling, too young, believes no work is available, and cannot find work.
[3]Includes don't know.
Source: 1976 Survey of Income and Education.

UNEMPLOYMENT

Historically, youths have had high rates of joblessness and they are accounting for a larger and growing proportion of the unemployed. The problem has been accentuated in the 1970's because of the higher proportion of young people in the total population and in the total labor force.

In Hawaii, approximately 19,000 youths aged 16 to 24 years were unable to find jobs in 1976. These young adults accounted for nearly one-half of the 40,500 unemployed, a disporportionately large share of the total jobless, considering they comprised little more than one-fourth of the civilian labor force.

Youths in Hawaii had an unemployment rate of 18.5 percent in 1976, more than double the 1970 rate of 7.1 percent. The youth jobless rate was nearly two times the 10.3 percent unemployment rate for all labor force participants in the State and was also higher than the national youth jobless rate of 16.2 percent.

Much of the difference between adult and teenage unemployment rates can be attributed to the frequent entry and reentry into the labor force by youths. The tendency for youths to move into and out of the labor force, however, does not necessarily indicate that they are more likely to quit their jobs. Rather, school attendance restricts the types of jobs youths can accept (part-time, after-school, and summer work) and imposes time limitations on their job-hunting efforts. Thus, it was not surprising to find that in 1976, youths 16-24 years of age who were enrolled in school had a higher rate of joblessness at 22.5 percent than youths who were out of school whose rate was 14.5 percent.

In 1976, the State's male youths had a higher unem-

LABOR FORCE STATUS OF CIVILIAN YOUTH POPULATION BY SEX AND ETHNICITY HAWAII AND U.S. 1976

	Hawaii				U.S.			
	Civ. Labor Force	Employment	Unemployment Total	Unemployment Rate	Civ. Labor Force	Employment	Unemployment Total	Unemployment Rate
Total (Data in thousands)	391.8	351.3	40.5	10.3	96,946.3	89,065.8	7,880.5	8.1
16-24 Years	102.8	83.9	19.0	18.5	24,032.9	20,150.1	3,882.8	16.2
Males	218.6	196.2	22.3	10.2	56,934.3	52,900.2	4,034.1	7.1
16-24 Years	52.7	42.0	10.8	20.5	12,998.2	10,993.3	2,004.9	15.4
Females	173.2	155.1	18.2	10.5	40,012.0	36,165.6	3,846.4	9.6
16-24 Years	50.1	41.9	8.2	16.4	11,034.7	9,156.8	1,877.9	17.0
White	106.8	95.1	11.7	11.0	85,490.0	79,438.1	6,051.9	7.1
16-24 Years	26.7	21.8	4.9	18.4	21,091.7	18,191.5	2,900.2	13.8
Males	59.3	54.0	5.3	8.9	50,966.9	47,806.2	3,160.7	6.2
16-24 Years	11.8	9.6	2.3	19.5	11,486.3	9,955.4	1,530.9	13.3
Females	47.5	41.1	6.4	13.5	34,523.1	31,631.9	2,891.2	8.4
16-24 Years	14.9	12.2	2.6	17.4	9,605.4	8,236.1	1,369.3	14.3
Nonwhite	284.9	256.2	28.7	10.1	11,456.4	9,627.6	1,828.6	16.0
16-24 Years	76.1	62.1	14.1	18.5	2,941.3	1,958.7	982.6	33.4
Males	159.2	142.3	16.9	10.6	5,967.6	5,094.0	873.4	14.6
16-24 Years	40.9	32.4	8.5	20.8	1,512.0	1,038.0	474.0	31.3
Females	125.7	113.9	11.8	9.4	5,488.8	4,533.6	955.2	17.4
16-24 Years	35.2	29.7	5.6	15.9	1,429.3	920.7	508.6	35.6

Note: Totals may not add due to rounding.
Source: 1976 Survey of Income and Education.

ployment rate at 20.5 percent compared with their female counterparts at 16.4 percent. This experience differed from the State's total male/female rates and the nation's youth and total unemployment rates, where females had the higher jobless rate.

Very little variation in jobless rates existed between white and nonwhite 16–24 year olds in Hawaii, at 18.4 and 18.5 percent, respectively. In comparison, the national rates were 13.8 and 33.4 percent for the comparable ethnic age groups. At 15.9 percent, female nonwhite youths in the State had the lowest rate of either white or nonwhite youth groups, a sharp contrast from the nation's female nonwhite youths who had the highest unemployment rate at 35.6 percent.

Although youths had higher rates of unemployment than the total work force, their duration of joblessness, for the most part, was shorter. In 1976, nearly 3 out of 5 unemployed youths were without work for less than 5 weeks as compared to 2 out of 5 for those 16 and over. There are several explanations for the short term unemployment of youths. In the first place, young people do not have to be as selective as older people in taking a job because they are usually looking for seasonal or short term work while the older person desires permanent employment. Young people are also likely to become discouraged easily, stop looking for a job, and thus drop out of the labor market. Because unemployment data only count as unemployed those who are actively seeking a job, the unemployment rate may not accurately reflect all unemployed youths.

DURATION OF UNEMPLOYED BY AGE AND SEX HAWAII 1976

	Total Unemployed	Percent Distribution	Less than 5 Weeks	5–14 Weeks	15 Weeks and Over
Total, 16 Years and Over	40,500	100.0	40.2	24.2	35.6
Males	22,300	100.0	34.8	22.8	42.4
Females	18,200	100.0	47.0	26.0	27.1
16–24 Years	19,000	100.0	58.2	19.0	22.8
Males	10,800	100.0	54.2	17.8	28.0
Females	8,200	100.0	63.4	20.7	15.9

Note: Percent totals may not add due to rounding.
Source: 1976 Survey of Income and Education.

EMPLOYMENT

As the youth labor force mushroomed in the 1970's so did youth employment. The number of young adults employed in the State was 83,900 or 23.9 percent of the total employed in 1976. In 1970, about 1 in every 5 worker was a youth.

In 1976, Hawaii's young people were employed predominantly in trades and services at 39.3 and 28.1 percent, respectively. These same industries employed the majority of youths in 1970 except that the services sector led marginally with 31.5 percent, while the trades followed with 31.3 percent. Approximately one-half of all employed 16-24 year olds were enrolled in school in 1976, and this partly accounts for the concentration of young adults in the trades and services industries—sectors which usually hire large numbers of part-time workers. By 1976, the proportion of youths in trades had grown considerably large, partly due to the establishment of a number of fast food restaurants which staffed themselves, primarily, with young people.

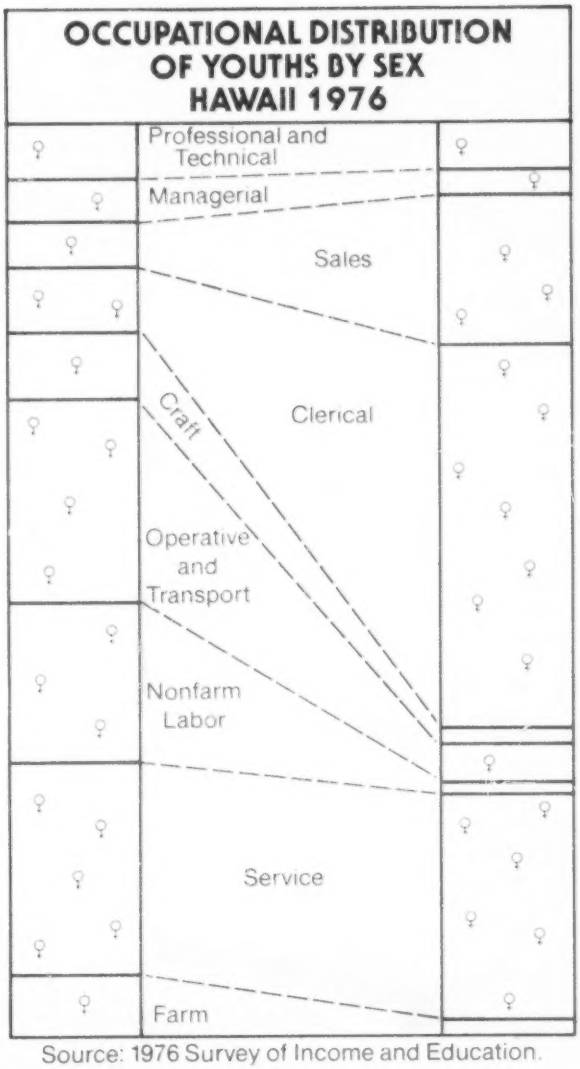
INDUSTRY DISTRIBUTION OF EMPLOYED YOUTHS HAWAII 1970 and 1976

	16-24 Year Olds					
	Both Sexes		Males		Females	
	1976	1970	1976	1970	1976	1970
Total	83,900	54,300	42,000	27,202	41,900	27,098
Percent Distribution	100.0	100.0	100.0	100.0	100.0	100.0
Agriculture, Forestry, & Fishery	4.1	2.2	6.7	3.6	1.7	0.9
Construction	4.0	7.8	7.5	14.0	0.8	1.5
Manufacturing	10.3	7.8	11.4	10.6	9.2	5.1
Transportation, Communication, & Utilities	4.6	7.7	5.7	9.5	3.5	5.9
Trades	39.3	31.3	35.4	30.7	42.9	32.0
Finance, Insurance, & Real Estate	4.8	5.4	2.6	2.7	6.9	8.2
Services	28.1	31.5	24.9	22.3	31.1	40.6
Government	4.8	6.2	5.9	6.6	3.8	5.8

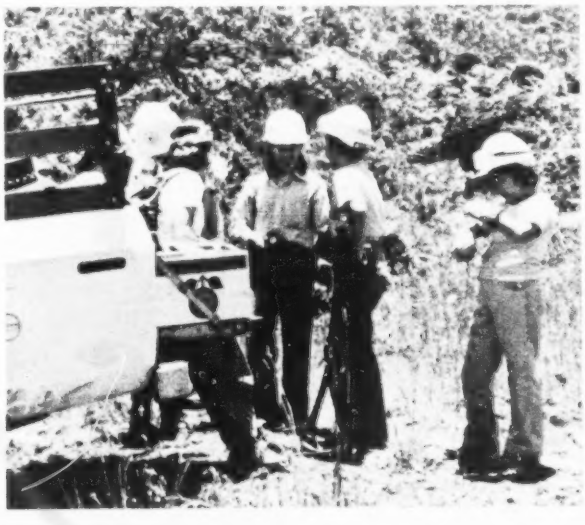
Note: Percent totals may not add due to rounding.
Source: 1970 Census and 1976 Survey of Income and Education.

The occupational distribution of young adults in 1976 revealed that the majority or 61.9 percent were in the clerical (27.4 percent), services (24.2 percent), and sales (10.3 percent) categories. According to data provided by the Hawaii State Employment Service (HSES) offices, 80 percent of the applicants under 22 years old were seeking jobs in these same occupational categories in 1979. Some of the most frequently sought jobs were: waiters and waitresses, cashiers, typists, stenographers, file clerks, sales clerks, and movers—jobs which require little or no work experience.

The occupational distribution for men and women followed traditional lines. Female youths (61.6 percent) were principally clustered in clerical and sales jobs, while male youths (13.8 percent) were much less inclined towards them. The young males, on the other hand, were more likely engaged in the operatives and transport (21.0 percent) and the nonfarm labor (15.5 percent) jobs as compared to the young females (4.3 and .7 percent, respectively). Both sexes, however, were fairly evenly represented in the services occupations, approximately one-fourth of each gender.



Source: 1976 Survey of Income and Education.



BARRIERS TO YOUTH EMPLOYMENT

Youths often encounter difficulty when competing for jobs because of a combination of obstacles. The following are some reasons for the high incidence of unemployment among youths.

*Transition from school to work. Young people attending school are limited to jobs which they can occupy after classes, during vacations, and during holidays. For these youths and those who are leaving school permanently, the end of the school year tends to be an especially difficult time to find work. Most schools close within a few weeks of each other each year, thereby releasing a large number of young adults into the job market in a short period. Consequently, keen competition for the available jobs develops quickly. It takes time for the labor market to absorb the new entrants and reentrants, which probably accounts for a sizeable portion of unemployed youths.

*Lack of career and labor market information. Most youths do not know how to conduct an efficient job search which includes such tasks as how to write a resume, fill out a job application, or prepare for a job interview. In addition, they may not know where to find out about job vacancies or current wage rates. To fill this need, secondary schools are beginning to incorporate career guidance courses into their curriculums. Jobseekers, not only the young, should also be knowledgeable about the companies they plan to interview with as well as the job requirements in order to show an interest and participate in intelligent discussions with prospective employers. Awareness of the economic situation in the job search area is valuable, too, for assessing the chances of obtaining employment.

*Nearly three-fourths of the 16-24 year olds who thought that they could not get a job believed it was because of "job market factors"; that is, they believed that no work was available and that they could not find work.

*Lack of education and/or job skills as technological advances have produced new occupations, requiring experience or more education. Most employers still require a high school diploma or its equivalent even if they have little relationship to job skills. Dropouts are denied work not because they cannot do the job, but because they do not have the right pieces of paper.

*Written tests for job qualifications too closely resemble school exams which youths find difficult to cope with.

*Child labor laws and workers' compensation rules bar some youths from working night shifts, working where liquor is sold, and operating heavy machine tools, construction equipment, forklifts and/or other tools.

*Worksite insurance rates, associated with the workers' compensation system, are prohibitively high for those who might employ youths and that, in many instances, raises the cost of employing them to a level much higher than the minimum wage.

*Arbitrary age limits on drivers' licenses and other certificates exclude some youths from jobs ranging from beautician to taxi driver.

*Age and education requirements exclude some youths from apprenticeships.

*Minimum wage laws price them out of the job market.

*Regulations relating to welfare, food stamps, medicaid, and other programs sometimes tie benefits to joblessness and discourage youngsters from working.

*Arrest records and correctional histories bar youths from employment, along with polygraph tests based on these data.

WAGES

Data compiled on persons registered at the HSES offices provide some wage information on youths.

Between October 1978 and June 1979, local Employment Service (ES) offices placed 15,990 applicants in jobs. Of these applicants, 8,542 or more than one-half were youths 24 years old and under. More specifically, 3,897 or 24.4 percent were under 20 years of age, 2,012 or 12.6 percent were 20-21 years of age, and 2,633 or 16.5 percent were 22-24 years of age.

The average hourly wage at which youths under 20 were placed in jobs was $3.02, just $.12 above the minimum wage rate in 1979; for those 20-21, it was $3.37; and, for those 22-24, it was $3.63. For all applicants placed, the average hourly wage was $3.70.

About 72 percent of the applicants under 20 entered into jobs paying less than $3.00 per hour, while approximately 45 percent of those 20-21 years old and 33 percent of those 22-24 years old were placed in jobs at this wage level. By contrast, only 1 out of every 4 job applicants 25 years and older was at this wage level. Moving up the wage scale, the percentage of youth applicants 24 years and younger in the higher wage levels declined, while the proportion of those 25 years and older climbed.

Female youth applicants were placed more frequently in low-paying jobs compared to male youth applicants. Approximately two-thirds of the females under 24 years were placed in jobs paying less than $3.00 per hour in contrast to about one-half of the males. At the higher wage levels, the proportion of females in each category lagged behind that of the males. This was not surprising due to the fact that female youths are generally employed in the clerical and service occupations which pay lower wages, while male youths are mainly employed in the operatives and transport and the nonfarm labor jobs which offer higher wages.

Wage rates of minority or nonwhite youth applicants, like all youth applicants 24 years and under, were heavily concentrated at the lower end of the

WAGE RATES AT WHICH EMPLOYMENT SERVICE APPLICANTS PLACED BY AGE GROUPS HAWAII JUNE 1979

	Total All Ages	Under 20 Years	20-21 Years	22-24 Years	25 Years and Over
Total	15,990	3,897	2,012	2,633	7,448
Percent Distribution	100.0	100.0	100.0	100.0	100.0
Under $2.65	0.7	0.8	0.6	0.7	0.6
$2.65-2.99	39.9	72.3	44.4	32.9	24.5
$3.00-3.49	19.8	13.1	23.8	23.4	20.8
$3.50-3.99	14.4	7.7	13.2	17.4	17.1
$4.00-4.49	8.7	2.7	8.4	10.2	11.3
$4.50-4.99	5.2	1.5	2.9	5.4	7.7
$5.00-5.49	3.1	0.7	2.8	3.5	4.3
$5.50-5.99	1.8	0.4	1.4	1.8	2.7
$6.00 and Over	6.5	1.0	2.6	4.7	11.1
Average Wage	$3.70	$3.02	$3.37	$3.63	$4.19

Note: Percent totals may not add due to rounding.
Source: Employment Security Automated Reporting System.

wage scale. As a result, the average wage of minority youths was $3.22, only slightly lower than the $3.29 average wage for all youths.

The proportion of youths living below the poverty level demonstrates the problems created by their concentration in low-paying jobs and by their high levels of unemployment. According to the Survey of Income and Education, 13,400 of Hawaii's youths 16–24 year olds were classified as being at the poverty level (see "Poverty Definition" under Technical Notes) in 1975. The youth figure represented 19.7 percent of the total number of persons at the poverty level in the State. This proportion was 0.3 percentage points larger than the youths' 19.4 percent share of the State's total population and 1.8 percentage points larger than the national youth rate of 17.9 percent.

Statewide, the share of nonwhite youths in poverty, 75.4 percent, was three times greater than the share of white youths, 24.6 percent; a sharp contrast from the U.S. rates of 33.6 and 66.4 percent for the respective groups.

Proportionally more female youths (60.4 percent) in the State as opposed to male youths (39.6 percent) were at the poverty level. Similar proportions for both sexes existed on a national scale.

WAGE RATES AT WHICH YOUTH APPLICANTS PLACED HAWAII JUNE 1979

	Total	Females	Males	Minority
Total	8,542	3,989	4,553	6,053
Percent Distribution	100.0	100.0	100.0	100.0
Under $2.65	0.7	0.8	0.6	0.7
$2.65-2.99	53.3	62.3	45.7	56.5
$3.00-3.49	18.8	18.4	19.2	18.1
$3.50-3.99	12.0	10.1	13.7	12.0
$4.00-4.49	6.4	3.7	8.6	5.5
$4.50-4.99	3.1	2.5	3.5	2.7
$5.00-5.49	2.1	1.1	2.9	1.5
$5.50-5.99	1.1	0.3	1.7	0.9
$6.00 and Over	2.5	0.7	4.0	2.1
Average Wage	$3.29	$3.12	—	$3.22

Note: Percent totals may not add due to rounding.
Source: Employment Security Automated Reporting System.

In 1975, there were 2,200 youths 16–24 years of age who headed families and were below the poverty level. This represented 17.1 percent of the total number of family heads below the poverty level. Slightly over 90 percent of these youths were nonwhites, and 2 out of every 3 were females.

As a means of alleviating their economic circumstances, 7,500 or 56 percent of all youths in poverty were working or looking for work. Almost three-fourths of them found jobs; but, over one-fourth remained unemployed.

YOUTHS IN POVERTY HAWAII AND THE UNITED STATES 1975

In Poverty	HAWAII			U.S.		
	Both Sexes	Males	Females	Both Sexes	Males	Females
All Ages	68,000	29,300	38,700	24,199,700	10,190,500	14,009,200
16-24 Years	13,400	5,300	8,100	4,333,900	1,849,500	2,484,400
Percent Distribution	100.0	100.0	100.0	100.0	100.0	100.0
White	24.6	18.9	28.4	66.4	66.8	66.2
Nonwhite	75.4	81.1	71.6	33.6	33.2	33.8
Percent of All Ages	19.7	18.1	20.9	17.9	18.1	17.7

Source: 1976 Survey of Income and Education.

EMPLOYMENT SERVICES AND PROGRAMS FOR YOUTHS

To help reduce joblessness among youths, several manpower programs are available to train people for jobs, match jobs with people seeking jobs, and provide transitional employment opportunities.

The local ES offices offer a variety of services to youths as well as other applicants. Some of these services include counseling, testing, referrals, training, and placement.

Between October 1, 1978 and June 30, 1979, ES offices had 90,042 applicants on file.

- Approximately one-fourth of all ES applicants were youths.
- Nearly one-half of the youth applicants were referred to jobs. Youth referrals amounted to 31.0 percent of the 34,664 referred applicants.
- About 18 percent or 15,990 of the total applicants were successfully placed in a job by ES. More than one-third of these were youths under 22 years. A majority of the jobs lasted for more than 150 days.
- Youths represented 27.4 percent of the applicants who were applying for the first time.
- Of the 4,670 applicants who received counseling by ES, 27.3 percent were under 22 years of age.
- Approximately one-third of the applicants tested at ES were youths.
- One out of every five applicants enrolled in orientation and one in four referred to support services was a youth.
- Youths needing rehabilitation made up 12.8 percent of all applicants.
- Over 40 percent of the applicants enrolled in training programs were youths.

In addition to Employment Service, the **Apprenticeship Program** is available to individuals 16 years and older. Through an organized training program, persons learn craft skills to help meet the demand and supply needs of apprenticeable occupations. Requirements vary with the apprenticeship/occupation but, generally, individuals 16 years and older, with mental and physical capabilities to participate in the program are eligible. An aptitude for the job and a high school education or General Educational Development (GED) test are usually required.

The Comprehensive Employment and Training Act (CETA) was a landmark development in the federal government's approach to the provision of employment, training, and related services which seek to alleviate some of the problems caused by unemployment and underemployment. In Hawaii, these program services are made available under several CETA titles. Services vary according to title, but the general underlying objective is to provide comprehensive and supportive employment services to unemployed, underemployed and economically disadvantaged persons. Only U.S. citizens and eligible aliens are eligible for participation.

Comprehensive services authorized under the Act include: outreach, assessment, referral, orientation, counseling, education, classroom and on-the-job training, job placement and follow-up, public service employment, evaluation, supportive services, research, and development of labor market information.

Youths are one of the groups designated for special services under several CETA titles. From October 1, 1978 to June 30, 1979, approximately 5,571 youths in Hawaii were enrolled in seven of the ten programs authorized by CETA. The following is a summary of the various youth programs available in Hawaii.

Title II—Comprehensive Employment and Training Services and **Public Employment Programs** offer institutional, on-the-job training, work experience, job search assistance, and supportive services to economically disadvantaged persons 16 years and older who are unemployed, underemployed, or in school. Also contained under this title is a separate public service employment program, with new jobholders limited to those unemployed 15 or more weeks or on welfare and who have family income at or below 70 percent of the Bureau of Labor Statistics (BLS) lower living standard budget. The public service employment jobholders may remain in such jobs for no more than 78 weeks (with up to 12 months waiver for areas with 7 percent or more unemployment).

Title III—Seasonal Farmworker Youth Community Conservation and Improvement Program (SFW-YCCIP) offers job training and employment oppor-

tunities to youths 16-19 years of age. Through labor intensive projects that provide benefits to the community, youths are able to explore career possibilities.

From October 1978 through the end of June 1979, 87 youths participated in this program.

Seasonal Farmworker Youth Employment and Training Program (SFW-YETP) provides a variety of manpower services to in- and out-of-school seasonal farmworker youths. The program is aimed at increasing their career options through classroom training and actual employment so as to enhance their prospects of obtaining unsubsidized employment and/or returning to school. Eligible youths must be 16-21 years old and unemployed, underemployed or in school. Preference is given to the economically disadvantaged.

Under this program, 94 youths were trained between October 1978 and June 1979.

Title IV—Job Corps prepares economically disadvantaged youths with the skills necessary to find and maintain a job through education, vocational training, and work experience in a residential program.

In order to be eligible for the program, applicants must be 16 to 21 years of age, permanent residents of the United States, and economically disadvantaged or from an economically disadvantaged family. Each must also require additional education, training, and related support services to continue his or her education, enter the Armed Forces or other training programs, or qualify for a job, and be determined to have the potential to successfully complete and benefit from the program.

Enrollees are provided basic education and vocational training, along with counseling, residential support, job placement, health and medical, and other related services to enable them to continue their education, secure employment, participate in other training programs, or enter the Armed Forces.

Between October 1978 and June 1979, 286 young persons were Job Corps participants.

Summer Youth Employment Program (SYEP) provides useful work experience opportunities for needy youths. Needy youths are defined as persons 14-21 years of age at the poverty level or equal to or below 70 percent of the lower living standard income level.

SYEP served 3,641 young adults since the third quarter of 1978 to mid-1979.

Youth Community Conservation and Improvement Projects (YCCIP) provides unemployed youngsters, 16-19 years, in school or out-of-school, experiencing difficulties in obtaining employment with work experience, skill training, and opportunities for community services. The participants must be U.S. citizens.

Statewide enrollment in this program amounted to 120 teenagers for the period beginning October 1978 and ending June 1979.

Youth Employment and Training Program (YETP) provides youths 16 to 21 years of age an opportunity to earn while learning, enhancing their job prospects and career opportunities. In-school or out-of-school work experience is a primary emphasis. In-school jobs are linked to programs of job information, counseling and placement, and integrated into the regular curriculum.

To qualify, youths must be unemployed, underemployed, or in school and members of a family whose total family income is equal to or less than 85 percent of the Bureau of Labor Statistics' lower living standard income level. They must also be U.S. citizens.

During the October 1978 through June 1979 period, approximately 1,305 young adults were engaged in YETP.

Title VI—Public Service Employment Program is based on the national unemployment rate. Eligible participants must be 16 years and older, unemployed for 10 of the last 12 weeks or on welfare, have family income at or below the BLS lower living standard budget, and are subject to the same participation limits as in title II PSE.

Title VIII—Young Adult Conservation Corps (YACC) is operated on public lands by the Departments of Agriculture and Interior, under interagency agreements with the Department of Labor.

The YACC provides jobs and other services for unemployed 16 through 23 year olds, from all economic backgrounds, in conservation and maintenance work at public parks, forests, and recreation areas. Unemployed or underemployed youths include school dropouts, veterans, females, those with handicaps, minority members, and ex-offenders. Some programs have specific eligibility requirements such as family income, duration of unemployment, severity of unemployment in the area, etc.

The Departments of Agriculture and Interior have nonresidential camps for YACC enrollees. Participants can stay in the program for up to 12 months. Candidates are referred to YACC, based on the state's total youth population, with preference given to young people from areas of substantial unemployment.

The YACC numbered 38 participants from October 1978 through June 1979.

TECHNICAL NOTES

TOTAL RESIDENT POPULATION includes current residents, residents who are temporarily absent, and armed forces stationed in Hawaii. Excluded are visitors present as well as former residents attending school or serving in the armed forces on the Mainland or abroad.

TOTAL LABOR FORCE is the number of individuals, 16 years of age and over, who are classified as either employed or unemployed plus members of the armed forces.

LABOR FORCE PARTICIPATION RATE is the percent of population 16 years and over in the labor force (total labor force divided by the population 16 years and over).

CIVILIAN LABOR FORCE is the total labor force excluding those individuals in the armed forces, i.e., all civilians, 16 years and over, classified as employed or unemployed.

EMPLOYED is the number who, during the survey week:

- work as paid employees, or work in their own business, profession, or farm, or work at least 15 hours as unpaid workers in a family operated enterprise;
- are not working but have jobs or businesses from which they are temporarily absent;
- work and are citizens of a foreign country, temporarily in the United States, who are not living on the premises of an Embassy.

Each employed person is included only once, regardless of the number of jobs the individual may have. Excluded are those whose only activity consisted of work around the house (such as housework, painting, and repairing) or those involved in volunteer work.

UNEMPLOYED is the number of individuals who, during the survey week, are not working and who:

- make specific efforts to find a job within the previous 4 weeks and are available for work;
- are waiting to be called back to a job from which they have been temporarily laid off;
- are waiting to report to a new job within 30 days.

UNEMPLOYMENT RATE is the percent of people in the civilian labor force who are unemployed (unemployed divided by the civilian labor force).

INSURED EMPLOYED is the number of covered workers, totally or partially unemployed, who have filed unemployment insurance claims.

POVERTY DEFINITION. The poverty statistics presented in this report are based on a poverty index originated by the Social Security Administration in 1964 and subsequently revised by a Federal Interagency Committee in 1969. The index provides a range of income cutoffs adjusted by such factors as family size, sex of the family head, number of children under 18 years old, and farm/nonfarm residence. At the core of this definition of poverty is a nutritionally adequate food plan ("economy" plan) designed by the Department of Agriculture. The index allows for differences in the cost of living between farm and nonfarm families by setting the poverty thresholds for farm families at 85 percent of the corresponding levels for nonfarm families. The poverty income cutoffs are revised annually to allow for changes in the cost of living as reflected in the Consumer Price Index.

WEIGHTED AVERAGE THRESHOLDS AT THE POVERTY LEVEL IN 1975 BY SIZE OF FAMILY AND SEX OF HEAD, BY FARM—NON-FARM RESIDENCE

Size of Family Unit	Total	Nonfarm			Farm		
		Total	Male Head[1]	Female Head[1]	Total	Male Head[1]	Female Head[1]
1 person (unrelated individual)	$2,717	$2,724	$2,851	$2,535	$2,305	$2,396	$2,224
14 to 64 years	2,791	2,797	2,902	2,685	2,396	2,466	2,282
65 years and over	2,572	2,581	2,608	2,574	2,196	2,216	2,187
2 persons	3,485	3,506	3,515	3,460	2,955	2,963	2,834
Head 14 to 64 years	3,599	3,617	3,636	3,530	3,079	3,086	2,933
Head 65 years and over	3,232	3,257	3,260	3,237	2,772	2,772	2,770
3 persons	4,269	4,293	4,317	4,175	3,643	3,652	3,480
4 persons	5,469	5,500	5,502	5,473	4,695	4,697	4,616
5 persons	6,463	6,499	6,504	6,434	5,552	5,552	5,595
6 persons	7,272	7,316	7,322	7,270	6,224	6,230	6,105
7 persons or more	8,939	9,022	9,056	8,818	7,639	7,639	7,647

[1] For one person (i.e., unrelated individual), sex of the individual.

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